

## Message Text

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ORIGIN IO-03

INFO OCT-01 ISO-00 /004 R

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DRAFTED BY: IO/UNP:SKREBS

APPROVED BY: IO - MR. TELLEEN

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P R 300120Z NOV 73

FM SECSTATE WASHDC

TO AMEMBASSY KHARTOUM PRIORITY

AMEMBASSY RABAT

AMEMBASSY TUNIS

AMEMBASSY QUITO

AMEMBASSY GEORGETOWN

AMEMBASSY KINGSTON

C O N F I D E N T I A L STATE 219689

FOLLOWING STATE 219689 ACTION ABIDJAN ACCRA ADDIS ABABA  
ATHENS BANGUI BANJUL BONN BLANTYRE COPENHAGEN COTONOU  
DUBLIN FREETOWN GABORONE HELSINKI ISLAMABAD KATHMANDU  
KIGALI LAGOS LISBON LOME LUXEMBOURG LIMA LIBREVILLE LUSAKA  
MASERU MBABANE MADRID MONROVIA MEXICO NASSAU NAIROBI  
NICOSIA NEW DELHI NDJAMENA NOUAKCHOTT NIAMEY OSLO  
PARIS PORT LOUIS PANAMA OUAGADOUGOU ROME REYKJAVEK SANTI-  
AGO STOCKHOLM TEL AVIV TEHRAN VALLETA VIENNA BUENOS AIRES  
INFO USUN NEW YORK BANGKOK CANBERRA JAKARTA KUALA LUMPUR  
MANILA PHNOM PENH SAIGON SINGAPORE TOKYO VIENTIANE WELLING-  
TON NOVEMBER 7TH.

QUOTE

O N F I D E N T I A L STATE 219689

E.O. 11652 GDS

TAGS:

SUBJ: KHMER REPRESENTATION AT UNGA

REF: STATE 194563

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1. UNGA DECIDED ON 17 OCTOBER TO INSCRIBE ITEM COSPONSORED  
BY ALGERIA, PRC AND 30 OTHERS CALLING FOR REPLACEMENT OF  
KHMER REPUBLIC (GKR) BY REPRESENTATIVES OF PRO-SIHANOUK  
GRUNK HEADQUARTERED IN PEKING. AS YOU ARE AWARE, WE

STRONGLY OPPOSE THIS PROPOSAL. WE HAVE NOT YET MOUNTED MAJOR CAMPAIGN AGAINST IT, HOWEVER, BECAUSE IN THE FIRST INSTANCE ASIAN NEIGHBOR STATES (MALAYSIA, INDONESIA, SINGAPORE, THAILAND AND PHILIPPINES) HAVE BEEN CARRYING THE BALL, AND WE THOUGHT IT BEST TO SUPPORT THEM DISCREETLY AND NOT TO GET OUT IN FRONT. TIMING OF DEBATE ON THIS ITEM REMAINS UNCERTAIN BUT IS EXPECTED TO BE ONLY TOWARDS END OF SESSION, E.G. EARLY DECEMBER OR LATE NOVEMBER. NOW, HOWEVER, THERE ARE REPORTS THAT OTHER SIDE WILL PROPOSE INVITATION TO GRUNK VICE GKR FOR LAW OF SEA CONFERENCE. VOTE ON SUCH PROPOSAL COULD TAKE PLACE IN NEW YORK WEEK BEGINNING NOVEMBER 11. WE MUST THEREFORE STEP UP OUR EFFORTS IN SUPPORT OF ASIAN REGIONAL COUNTRIES WHEREVER SUCH EFFORTS HAVE REASONABLE CHANCE OF BEING EFFECTIVE.

2. USG GOAL IS TO RETAIN GKR SEAT AT UNGA EITHER BY DEFEAT OF PRO-SIHANOUK ITEM ON ITS MERITS OR, PREFERABLY, BY SUPPORT OF POSSIBLE ASIAN INITIATIVE WHICH WOULD HAVE

EFFECT OF SIDE-STEPPING VOTE ON CREDENTIALS AND DEFERRING UNGA CONSIDERATION TO UNDETERMINED TIME. FRIENDLY ASIANS THEMSELVES WILL FORMULATE FINAL TACTICS. WHILE WE FACE AN UPHILL BATTLE, WE HAVE GOOD ARGUMENTS IN TRYING TO PERSUADE NON-ALIGNED AND OTHERS:

(A) IT WOULD BE COUNTER TO THEIR OWN INTERESTS IF UN WERE TO SET PRECEDENT OF SEATING EXILE POLITICAL ELEMENTS,

(B) IT WOULD BE COUNTER TO PRECEDENT ESPECIALLY BECAUSE IT WOULD IGNORE VIEWS OF NEIGHBORING COUNTRIES, AND

(C) UN IS IN NO POSITION TO MAKE A JUDGMENT AS TO THE EXTENT OF TERRITORY AND POPULATION CONTROLLED BY GKR, ALTHOUGH ACCORDING TO OUR INFORMATION GRUNK CONTROLS ONLY A MINORITY.

3. USUN ESTIMATES NEED TO MOVE ABOUT A DOZEN VOTES FROM CONFIDENTIAL

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SUPPORT OF RESOLUTION TO ABSTENTION OR FROM ABSTENTION TO OPPOSITION IN ORDER TO DEFEAT PRO-SIHANOUK RESOLUTION.

4. CURRENT STATUS OF CAMBODIAN INTERNAL SITUATION DESCRIBED IN PARA 11 REFTEL. IN SUBSEQUENT INTERVIEW WITH LE MONDE CORRESPONDENT IN PEKING, PRINCE SIHANOUK HAS ACKNOWLEDGED THAT HIS FORCES ARE WEAKER THAN THOSE OF GKR AND THAT HE HIMSELF MAINTAINS PRACTICALLY NO RELATIONS WITH CAMBODIAN INSURGENTS. HE ADDED THAT HE MAY RESIGN AND THAT HE EXPECTS TO REMAIN IN PEKING UNTIL HIS DEATH. IN LIGHT OF THESE REVELATIONS BY SIHANOUK, IT WOULD APPEAR PARTICULARLY PREMATURE FOR UN TO INTERVENE IN

MUDDLED KHMER SITUATION AT THIS JUNCTURE.

5. WHILE AS INDICATED ABOVE MOST OF NEIGHBORING STATES DO NOT WISH TO SEE UN SEAT GRUNK, THE LARGER REGIONAL PICTURE IS STILL MORE REVEALING. ALMOST ALL EAST ASIAN STATES, WITH CHINA THE MOST CONSPICUOUS EXCEPTION, ARE OPPOSED TO THIS ITEM AND WOULD REGARD IT AS AN EXAMPLE OF UN INTERFERENCE IN DOMESTIC AFFAIRS OF REGIONAL MEMBER STATE. IN THE UN, PERM REPS OF COUNTRIES LISTED IN PARA 1 PLUS JAPAN AND NEW ZEALAND HAVE CIRCULATED LETTER OCTOBER 24 CONTAINING "JOINT VIEWS ON KHMER SITUATION". LETTER CALLS ATTENTION TO VITAL IMPORTANCE OF ISSUE TO COUNTRIES IN THE REGION AND ASKS THEIR VIEWS BE GIVEN FULL CONSIDERATION. ASIANS STATE KHMERS SHOULD BE ALLOWED TO SOLVE THEIR OWN PROBLEMS BY THE INDIGENOUS PARTIES CONCERNED, FREE OF OUTSIDE INTERFERENCE AND THAT UN SHOULD NOT PREJUDGE DECISION OF THE KHMERS IN A MANNER WHICH CAN ONLY SERVE TO PROLONG THE TRAGIC SUFFERING OF THE KHMER PEOPLE.

6. TEN-NATION ASIAN WORKING GROUP (AWG), COMPRISED OF THAILAND, MALAYSIA, SINGAPORE, PHILIPPINES, INDONESIA, AUSTRALIA, NEW ZEALAND, LAOS, JAPAN, AND GKR, HAS TAKEN LEAD IN DEVISING AND COORDINATING STRATEGY ON THIS ISSUE AND HAS REQUESTED OUR ASSISTANCE IN LOBBYING AT ADDRESSEE POSTS. POSTS SHOULD COORDINATE THEIR EFFORTS WITH JAPANESE TO DETERMINE WHETHER SEPARATE INITIATIVES OR A JOINT US-JAPANESE APPROACH WOULD PROVE MOST EFFICACIOUS TO CONVEY ARGUMENTS CONTAINED PARAS 10 AND 11 REFTEL AND CONFIDENTIAL

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PARAS 1 TO 3 ABOVE. WE LEAVE TO POST'S DISCRETION WHICH OF ABOVE ARGUMENTS MOST EFFECTIVE LOCALLY, E.G. STRAIGHT SUPPORT FOR GKR, OR SUPPORT FOR ASIAN VIEWS OUTLINED PARA 3 ABOVE. YOU SHOULD BEAR IN MIND AWG HAS NOT FORMULATED SPECIFIC RESOLUTION TEXT AND THUS PRECISE PROPOSITION ON WHICH GA VOTE TO BE TAKEN REMAINS FLUID. WE BELIEVE FOREGOING APPROACH SHOULD FOCUS IN FIRST INSTANCE ON NEED FOR HOST GOVTS VOTE AGAINST MOVE TO INVITE GRUNK INSTEAD OF GKR TO LAW OF SEA CONFERENCE.

7. WE ARE REASONABLY CERTAIN OF NEGATIVE VOTE (PRO-GKR) FROM FOLLOWING COUNTRIES, BUT BELIEVE POSTS SHOULD CONFIRM: FRG, GREECE, IRELAND, ISRAEL, ITALY, LESOTHO, LIBERIA, LUXEMBOURG, PORTUGAL, SPAIN.

8. FOLLOWING POSTS, COORDINATING WITH JAPANESE MISSIONS WHERE APPROPRIATE, SHOULD APPROACH HOST GOVERNMENT AT HIGHEST APPROPRIATE LEVEL IN ATTEMPT TO CONVERT ANTICIPATED OR INSTRUCTED ABSTENTION TO NEGATIVE (PRO-GKR) VOTE: ARGENTINA, AUSTRIA, BAHAMAS, BOTSWANA, CHILE, CYPRUS, DENMARK, ETHIOPIA, FINLAND, FRANCE, GHANA, ICELAND, INDIA, IRAN, IVORY COAST, KENYA, MALAWI, MAURITIUS,

MEXICO, NEPAL, NIGERIA, NORWAY, PANAMA, PERU, RWANDA,  
SWAZILAND.

9. APPROACHES AT FOLLOWING POSTS, IF EMBASSY PERCEIVES  
THAT SUCH AN APPROACH WOULD NOT BE COUNTER-PRODUCTIVE,  
SHOULD BE GEARED TO CONVERTING ANTICIPATED PRO-GRUNK VOTE  
TO ABSTENTION: PAKISTAN, SIERRA LEONE, CHAD, CAR, DAHOMEY,  
GABON, GAMBIA, MALTA, MAURITANIA, NIGER, SWEDEN, TOGO,  
UPPER VOLTA, ZAMBIA.

10. FOR SANTIAGO: FYI REF. PHNOM PENH 11885, DEPT  
BELIEVES THERE EXISTS PARTICULAR DANGER TO CHILE'S OWN  
POSITION INHERENT IN SEATING OF SIHANOUK'S EXILED GOVERN-  
MENT. IF KHMER PRECEDENT IS ESTABLISHED, AND WITH INITIAL  
MOVES ALREADY MADE AT UNESCO TO CHALLENGE CHILEAN JUNTA'S  
CREDENTIALS, GUNS MAY WELL BE REDIRECTED AT NEXT YEAR'S  
UNGA IN CONCENTRATED EFFORT TO UNSEAT THE JUNTA. END  
FYI.

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11. IN VIEW OF IMMINENT LOS INVITATION ISSUE, POSTS ARE  
REQUESTED TO MAKE APPROACHES PROMPTLY AND REPORT TO DEPT,  
INFO USUN AND PHNOM PENH. RUSHONQUOTE KISSINGER

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<< END OF DOCUMENT >>

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**Draft Date:** 30 NOV 1973  
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RABAT  
TUNIS  
QUITO  
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KINGSTON  
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